

Message Text

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EB/ORF/FSE FOR RAICHT

E.O.11652: NA
TAGS: ENRG OECD
SUBJECT: SECRETARIAT PAPER ON REDUCED DEPENDENCE
OBJECTIVES

KELLY HAS PASSED US FOLLOWING SECRETARIAT PAPER ON
REDUCED DEPENDENCE OBJECTIVES:

BEGIN TEXT

AS PROMISED, HERE IS A DRAFT CONTRIBUTION TOWARDS YOUR
NEXT CHAIRMAN'S NOTE TO THE SLT ON REDUCED DEPENDENCE
OBJECTIVES.

"SUGGESTED OBJECTIVE

THE SLT, DURING ITS REVIEW, ARRIVED AT THE CONCLUSION
THAT, BECAUSE OF WEAK CONTROL BY GOVERNMENTS OF ENERGY
DEMAND AND BECAUSE OF FAILURE FULLY TO ACHIEVE SUPPLY
OBJECTIVES IN MOST SECTORS, THE AGENCY COUNTRIES WOULD
BY 1985 HAVE A COLLECTIVE REQUIREMENT FOR IMPORTED OIL
WHICH COULD EXCEED BY SOME 11 MMPD THE IMPORT LEVEL
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ARRIVED AT BY TOTALLING COUNTRIES' ENERGY BALANCE (25
MMPD), AND COULD BE IN THE RANGE OF 31-36 MMPD. THE
GOVERNING BOARD RECORDED ITS AGREEMENT WITH THE
GENERAL ASSESSMENT MADE BY THE SLT, AND RECOGNIZED THAT
CORRECTIVE ACTION WAS NECESSARY.

THE SLT HAS NOW BEEN REQUESTED BY THE BOARD TO FORMULATE

THE GROUP REDUCED DEPENDENCE OBJECTIVE FOR 1985.

IN MY VIEW, SUCH AN OBJECTIVE CAN BEST BE FORMULATED BY ESTABLISHING, IN QUANTITATIVE TERMS, THE LEVEL OF OIL IMPORTS WHICH WE SHOULD REGARD AS A MAXIMUM FOR THE GROUP IN 1985. IN ORDER TO ESTABLISH WHAT THE ACTUAL FIGURE SHOULD BE I HAVE SOUGHT TO ANALYZE HOW FAR THE 11 MMPD "SHORTFALL" OR EXCESSIVE DEMAND WHICH WE DIAGNOSED IN OUR REVIEW COULD BE RECOVERED THROUGH STRONGER GOVERNMENT ACTION.

"DEMAND

CONSERVATION OF ENERGY IS CERTAINLY THE MOST PROMISING SINGLE AREA IN WHICH IMPROVEMENTS MIGHT BE MADE, THOUGH THE AGENCY IS AT PRESENT ILL-EQUIPPED TO ANALYZE THE ENERGY DEMAND PROJECTIONS OF MEMBER COUNTRIES, AS WE ACKNOWLEDGED DURING OUR REVIEW, OR TO ESTIMATE THE EFFECT OF CONSERVATION POLICIES. TO THIS EXTENT, THE VALUE OF ANY ASSESSMENT WE MAKE OF WHAT MIGHT BE SAVED IS QUALIFIED.

ONE POSSIBLE WAY OF APPROACHING THE PROBLEM IS TO RETURN TO THE CONSERVATION SUB-GROUP FOR A 1985 CONSERVATION OBJECTIVE BASED ON A 15 REDUCTION IN THE OUTPUT PER UNIT OF GDP AS COMPARED WITH 1973 LEVELS FOR THE IEA AS A WHOLE. THE SUB-GROUP ON ENERGY CONSERVATION PROPOSED A GROUP CONSERVATION OBJECTIVE FOR 1985 BASED ON A 15 REDUCTION IN THE INPUT PER UNIT OF GDP FROM 1973 LEVELS FOR THE IEA AREA AS A WHOLE (IEA/SLT(76)82 LIMITED OFFICIAL USE

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REFERS). THE SUB-GROUP CONSIDERED THE TPE/GDP RATIO AS AN ACCEPTABLE YARDSTICK FOR MEASURING THE EFFICIENCY OF ENERGY UTILIZATION SINCE IT WAS RELATED TO GDP GROWTH. IF THIS GROUP OBJECTIVE WERE TO BE ACHIEVED THE CONSERVATION SUB-GROUP HAS ESTIMATED AN ENERGY SAVING OF 330 MTOE (6.6 MMPD) IN 1985 BELOW THE AMALGAMATED FORECAST (BY GOVERNMENTS) FOR THAT YEAR.

THE ACHIEVEMENT OF THE REDUCTION SUGGESTED BY THE CONSERVATION SUB-GROUP WOULD MEAN REDUCING THE TPE/GDP ELASTICITY FROM THE GROUP AS A WHOLE FROM 0.8 TO 0.6. HOWEVER, THE PRESENT 0.8 ITSELF REPRESENTS A REDUCTION FROM THE HISTORICAL (1960-1973) LEVEL OF 1.02, AND WHILE THE YEARS 73-76 REPRESENT TOO SHORT A PERIOD ON WHICH TO BASE FIRM JUDGMENTS, AND WERE IN ANY CASE AN EXCEPTIONAL PERIOD, THERE ARE CERTAINLY INDICATIONS THAT SOME MAIN IEA COUNTRIES ARE IMPROVING THEIR CONTROL OF ENERGY DEMAND.

ANOTHER POSSIBLE APPROACH IS CONTAINED IN WORLD ENERGY
OUTLOOK. THIS SUGGESTED, IN ITS "ACCELERATED POLICY

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CASE", THAT IT WOULD BE POSSIBLE FOR THE OECD AS A WHOLE
TO ACHIEVE SAVINGS AMOUNTING TO 4.1 MMPD BY 1985; AND
A BROAD BREAKDOWN BY REGIONS AND SECTORS WAS GIVEN.

THUS WE HAVE A BRACKET OF POSSIBLE SAVING OF 4-6 MMPD;
AND, UNTIL THE CONSERVATION SUB-GROUP HAS DONE MORE WORK
ON ENERGY DEMAND, WE HAVE NOT ELABORATED ANY OTHER BASIS
ON WHICH TO WORK.

ALTHOUGH IT IS NOT STRICTLY CONSERVATION THAT IS
INVOLVED, WE SHOULD NOTE THAT THE ACHIEVEMENT OF SAVINGS
OF 4-6 MMPD WOULD BE THE EASIER TO ACHIEVE INSOFAR AS IT
PROVED THAT ADMINISTRATIONS HAD OVERSTATED THEIR PROBA-
BLE NATIONAL GROWTH DURING THE SLT REVIEW, OR THEIR RATE
OF ELECTRICITY GROWTH. IN THE CASE OF ONE OR TWO MAIN
IEA COUNTRIES THERE ARE IN FACT INDICATIONS THAT NATION-
AL GROWTH FORECASTS MAY BE REVISED DOWNWARDS; AND THE
MOST RECENT REVIEW IN THE NUCLEAR SUB-GROUP FURTHER
SUGGESTED THAT SOME ADMINISTRATIONS ARE REDUCING DOWN-
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WARDS THEIR ELECTRICITY FORECASTS.

"SUPPLY

ON THE SUPPLY SIDE THE POSITION APPEARS TO ME AS
FOLLOWS:

A. NUCLEAR

THE NUCLEAR SHORTFALL WHICH THE REVIEW GAVE US GROUND
TO EXPECT, HOWEVER REGRETTABLE, DOES NOT SEEM TO BE ANY-
THING WHAT CAN BE UNDONE OR REVERSED AT THIS STAGE. THE
TIME IS NOT AVAILABLE BETWEEN NOW AND 1985 FOR GOVERN-
MENTS TO DECIDE ON NEW REACTORS, GET SITES APPROVED, AND
BRING THE STATIONS ON STREAM. THE BEST WE CAN DO IS
TO ENSURE THAT ANY SHORTFALL IN ENERGY SUPPLY ATTRIBUTA-
BLE TO OUR LOW NUCLEAR CAPACITY IS MADE UP IN OTHER WAYS
THAN BY BURNING IMPORTED OIL IN POWER STATIONS.

B. COAL

COAL COULD BE EXPECTED TO MAKE AN ADDITIONAL CONTRIBUT-
ION TO IEA ENERGY SUPPLY IN THE ORDER OF 120 TO 140 MTOE
BY 1985.

ENERGETIC ACTIONS TO SUPPLEMENT EXISTING INFRASTRUCTURE,
AN EARLY RESOLUTION OR AT LEAST EASING OF ENVIRONMENTAL
CONSTRAINTS, AND THE IMPROVEMENT OF THE SPEED AND
EFFICIENCY OF ADMINISTRATIVE PROCESSES COULD IN PRINCIPLE
LEAD TO AN INCREASE OF COAL PRODUCTION IN NORTH AMERICA
BY ABOUT 100 MTOE, I.E., ABOUT 15-20 OF ANTICIPATED
NORTH AMERICAN PRODUCTION IN 1985. ABUNDANCE OF COAL
RESOURCES AND THE RELATIVELY SHORT LEAD TIMES FOR NEW
MINES (AVERAGE 4-7 YEARS) MAKE SUCH AN INCREASE OF COAL
PRODUCTION APPEAR ACHIEVABLE IN PRINCIPLE IF THE
NECESSARY ACTIONS ARE UNDERTAKEN SOON.

EFFECTIVE POLICIES TO USE MORE STEAM COAL COULD EQUALLY
RAISE THE USE OF COAL IN NORTH AMERICA ESPECIALLY IN THE
ELECTRICITY SECTOR AND IN THE INDUSTRIAL SECTOR. THE
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OVERCAPACITY OF GENERATING PLANTS EXPECTED FOR 1985
LEAVES THE ELECTRICITY SECTOR THE CHOICE OF BALANCING
POTENTIAL SHORTFALLS IN THE DEVELOPMENT OF NUCLEAR
ENERGY BY USING EITHER MORE OIL OR MORE COAL USE IN
EXISTING CONVENTIONAL POWER PLANTS. AN EFFICIENT FALL-
BACK STRATEGY SHOULD ENSURE THAT THE CHOICE IS MADE IN
FAVOUR OF COAL.

THE POTENTIAL SHORTFALL OF NATURAL GAS PRODUCTION WILL SLOW DOWN THE ANTICIPATED INCREASE OF GAS CONSUMPTION IN THE INDUSTRIAL SECTOR IN NORTH AMERICA AND FORCE ENTERPRISES TO CHOOSE OTHER FUELS. IN VIEW OF THE COMPETITIVENESS AND QUALITY OF NORTH AMERICAN COAL IT CAN BE EXPECTED THAT ENERGETIC POLICIES WOULD LEAD TO THE RESULT THAT ABOUT 15-20 OF THE GAS EXPECTED TO BE USED BY THE INDUSTRIAL SECTOR IN 1985 COULD BE SUBSTITUTED BY COAL.

IN THE EUROPEAN AND PACIFIC IEA AREAS COAL USE COULD BE INCREASED BY ABOUT 30 MTOE IF NEW CONVENTIONAL THERMAL ELECTRICITY GENERATING CAPACITY BASED ON COAL IS INSTALLED IN ORDER TO MAKE UP FOR THE SHORTFALL OF NUCLEAR PROGRAMS. THE EXTRA STEAM COAL REQUIRED COULD BE IMPORTED PARTLY FROM NORTH AMERICA AND MAINLY FROM NON-IEA PRODUCING COUNTRIES. THE DEVELOPMENT OF INTERNATIONAL COAL TRADE TO THE NECESSARY EXTENT IS SUBJECT TO UNCERTAINTIES, ESPECIALLY REGARDING INFRASTRUCTURE LEAD TIMES, COST, PRICE AND THE REQUIREMENTS OF THE PRO-

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DUCING COUNTRIES AND OF NON-IEA CONSUMING COUNTRIES.
IF DECISIONS ABOUT COAL IMPORTS ARE TAKEN SOON THESE UN-

CERTAINTIES MIGHT BE REDUCED.

C. OIL AND GAS

THE POTENTIAL SHORTFALL IDENTIFIED BY THE SLT WITH REGARD TO THE IEA OIL AND GAS PRODUCTION COULD BE REDUCED BY 170 MTOE. IF APPROPRIATE POLICIES WERE ADOPTED IEA (NORTH AMERICA) MIGHT ACHIEVE AN INCREASE OF ABOUT 110 MTOE WHILE OIL AND GAS PRODUCTION IN IEA (EUROPE) MIGHT REACH 60 MTOE ABOVE THE LEVEL EXPECTED BY THE SLT. TO ACHIEVE THIS RESULT IT WOULD BE NECESSARY FOR AMERICAN GAS PRICES TO BE DEREGULATED WITHOUT UNDUE DELAY; FOR INFRASTRUCTURAL PROBLEMS REGARDING NORTH SLOPE GAS TO BE RESOLVED; AND FOR THE NUMBER OF MAJOR LICENSES GRANTED PER YEAR TO BE INCREASED. THE ADOPTION OF SUCH POLICIES, WHICH, OF COURSE, ARE IN LINE WITH WHAT THE IEA HAS EARLIER RECOMMENDED, COULD NOT REALISTICALLY BE EXPECTED IMMEDIATELY, AND, LIMITED OFFICIAL USE

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THEREFORE, ONE CANNOT ANTICIPATE THAT THE WHOLE OF THE NORTH AMERICAN SHORTFALL COULD BE RECOVERED. I ASSESS THAT, ALLOWING FOR POLITICAL DELAYS, A MAXIMUM OF 110 MTOE MIGHT BE RECOVERED.

THE INCREASE OF OIL AND GAS PRODUCTION IN IEA (EUROPE) MIGHT BE ACHIEVED IF INFRASTRUCTURAL PROBLEMS REGARDING NORTH SEA GAS ARE RESOLVED AND IF EXISTING LICENSING AND DEPLETION POLICIES ARE MODIFIED TOWARDS MAXIMIZATION OF DEVELOPMENT OF INDIGENOUS OIL AND GAS RESOURCES.

"D. LNG

IF POLITICAL EFFORTS WERE STRENGTHENED, THE POTENTIAL SHORTFALL WITH REGARD TO LNG IMPORTS COULD BE REDUCED BY ABOUT 24 MTOE IN 1985. EUROPEAN LNG IMPORTS OF 12 MTOE WHICH HAVE BEEN CONSIDERED AS BEING AT RISK ARE ALREADY UNDER LONG TERM CONTRACTS. UNCERTAINTIES EXIST ONLY WITH REGARD TO THE NECESSARY INFRASTRUCTURE; BUT TECHNICALLY THE PUTTING IN PLACE OF THE INFRASTRUCTURE NOW LACKING COULD BE ACHIEVED IN THE TIME.

IN THE CASE OF IEA (PACIFIC) LNG IMPORTS OF 35 MTOE ARE AT RISK, BECAUSE CONTRACTS FOR THIS QUANTITY HAVE NOT YET BEEN SIGNED; BUT THE IMPORTS COULD STILL BE REALIZED BY 1985 IF AGREEMENTS WERE REACHED IN THE NEXT TWO YEARS OR SO. FOR THE PRESENT PURPOSES I HAVE ASSESSED THAT ACCELERATED CONCLUSION OF CONTRACTS MIGHT LEAD TO REALIZING ONE-THIRD OF THE IMPORTS ORIGINALLY FORESEEN.

ALL IN ALL IT IS ESTIMATED THAT A STRONGER EFFORT TO

PRODUCE AND BURN COAL, TO INCREASE OIL AND GAS PRODUCTION, AND TO PROVIDE THE NECESSARY INFRASTRUCTURE FOR LNG IMPORTS COULD REDUCE IEA OIL IMPORTS BY 6-7 MMPD.

"OVERALL OBJECTIVES
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THUS 4-6 MMPD MIGHT BE SAVED BY CONSERVATION AND 6-7 MMPD OF EXTRA PRODUCTION MIGHT BE ACHIEVED ON THE SUPPLY SIDE. PUTTING THIS TOGETHER GIVES US A POSSIBLE RECOVERY OF 10-13 MMPD.

GIVEN THE ATTENDANT UNCERTAINTIES, PARTICULARLY SURROUNDING THE MOST IMPORTANT AREA (CONSERVATION) SUCH FIGURES CAN ONLY BE REGARDED AS BEST ESTIMATES RATHER

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THAN ANALYSES. BUT I BELIEVE THAT, AT THIS STAGE, THEY OFFER US THE BEST BASIS WE HAVE FOR ESTABLISHING A REDUCED DEPENDENCE OBJECTIVE, BEARING IN MIND THAT, FROM

THE BEGINNING, IT WOULD BE WISE TO ADOPT THE IDEA OF REVIEWING OUR OBJECTIVE ON A YEAR TO YEAR BASIS AND OF IMPROVING IT AS WE GO ALONG, AS HAS BEEN SUGGESTED BY THE NETHERLANDS DELEGATION.

I THEREFORE SUGGEST THAT WE SHOULD USE THE ABOVE ESTIMATES AS THE BASIS OF OUR REDUCED DEPENDENCE OBJECTIVE AND FURTHER SUGGEST, TO BE ON THE SAFE SIDE, THAT WE TAKE THE LOWER BRACKET OF ACHIEVEMENT (10 MILLION BARRELS A DAY) AND SUBTRACT IT FROM THE HIGHER END OF THE RANGE WHICH WE SUGGESTED FOR IEA DEMAND (31-36 MMPD). OUR OBJECTIVE WOULD THUS BE 26 MMPD, SUBJECT TO ANNUAL REVISION.

IF SUCH AN OBJECTIVE WERE TO BE ADOPTED, IT WOULD NOT, OF COURSE, IMPLY THAT THE AGENCY, OR ANY INDIVIDUAL LIMITED OFFICIAL USE

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COUNTRY, WOULD BE COMMITTEED TO IMPLEMENTING ENERGY POLICIES REFLECTING THE BREAKDOWN OF EFFORT SUGGESTED ABOVE. IN MY THINKING, THE OBJECTIVE WOULD BE BOTH GLOBAL AND GENERAL, IN THE SENSE THAT IT WOULD NOT AT THIS STAGE HAVE IMPLICATIONS FOR SECTORS. WHEN THE ANNUAL REVIEW CAME ROUND, THE CONTRIBUTION MADE BY EACH PARTICIPATING COUNTRY TOWARDS THE ACHIEVEMENT OF THE GROUP OBJECTIVE WOULD BE JUDGED HAVING REGARD TO THE GOVERNING BOARD'S GENERAL RECOMMENDATIONS, TO THE SPECIFIC RECOMMENDATIONS MADE TO EACH COUNTRY AT THE TIME OF THE LAST REVIEW' TO THAT COUNTRY'S INDIVIDUAL CIRCUMSTANCES AS THEY DEVELOPED, AND TO THE NEED FOR ASSURING EQUIVALENCE OF EFFORT."

END TEXT

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